
Unit 5: Multiagency Coordination



Unit 5: Multiagency Coordination



Visual Description: Unit Introduction

Key Points

This unit discusses the importance of multiagency coordination, and provides alternative organizational structures to facilitate multiple agencies working together.



Unit Objectives (1 of 2)

- Describe the kinds of incident/event management problems that can occur due to a lack of multiagency coordination.
- Define essential terms related to multiagency coordination.
- Identify the major guidelines for establishing and using multiagency coordination groups and systems.
- Provide examples of the different levels at which multiagency coordination is commonly accomplished.
- Identify the primary components of a multiagency coordination system.

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Visual 5.2

Visual Description: Unit Objectives

Key Points

By the end of this unit, you should be able to:

- Describe the kinds of incident/event management problems that can occur due to a lack of multiagency coordination.
- Define essential terms related to multiagency coordination.
- Identify the major guidelines for establishing and using multiagency coordination groups and systems.
- Provide examples of the different levels at which multiagency coordination is commonly accomplished.
- Identify the primary components of a multiagency coordination system.



Unit Objectives (2 of 2)

- Describe examples of entities that may provide multiagency coordination.
- List the responsibilities of multiagency coordination entities.
- Identify principal positions within a multiagency coordination system.
- Identify differences between Area Command, Unified Command, and multiagency coordination entities.

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Visual 5.3

Visual Description: Unit Objectives

Key Points

By the end of this unit, you should be able to:

- Describe examples of entities that may provide multiagency coordination.
- List the responsibilities of multiagency coordination entities.
- Identify principal positions within a multiagency coordination system.
- Identify differences between Area Command, Unified Command, and multiagency coordination entities.



Multiagency Coordination Challenges

Past Challenges

- Different policies and procedures
- Lack of a common response organizational structure
- Lack of coordinated incident planning
- Lack of interagency communications
- Differences in terminology
- Lack of resource information
- Unfamiliarity with other organizations
- Little previous interagency training
- Lack of procedures for including private and nongovernmental organizations

Continuing Challenges

- Increasing incident complexity
- Complex and confusing legal authorities
- Increasing litigation
- Increasing response costs
- High property losses
- Life, health, safety issues
- Deteriorating public view of government
- Intense media and public scrutiny
- Political, legislative, and budgetary ramifications

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Visual 5.4

Visual Description: Multiagency Coordination Challenges

Key Points

ICS and the associated Area Command and multiagency coordination structures were developed during the 1970s to overcome some very serious interjurisdictional coordination problems. These problems were evident even among agencies sharing the same mission, such as fire agencies on large urban interface fires, or law enforcement agencies during large civil disturbances.

The visual lists the past and continuing challenges affecting the ability of organizations to work together effectively on major incidents:

| Past Challenges | Continuing Challenges |
|--|--|
| <ul style="list-style-type: none"> ▪ Different policies and procedures ▪ Lack of a common response organizational structure ▪ Lack of coordinated incident planning ▪ Lack of interagency communications ▪ Differences in terminology ▪ Lack of resource information ▪ Unfamiliarity with other organizations ▪ Little previous interagency training ▪ Lack of procedures for including private and nongovernmental organizations | <ul style="list-style-type: none"> ▪ Increasing incident complexity ▪ Complex and confusing legal authorities ▪ Increasing litigation ▪ Increasing response costs ▪ High property losses ▪ Life, health, safety issues ▪ Deteriorating public view of government ▪ Intense media and public scrutiny ▪ Political, legislative, and budgetary ramifications. |



Multiagency Coordination (MAC) System

A MAC system is . . .

. . . a combination of facilities, equipment, personnel, procedures, and communications integrated into a common system with responsibility for coordinating and supporting domestic incident management activities.

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Visual 5.5

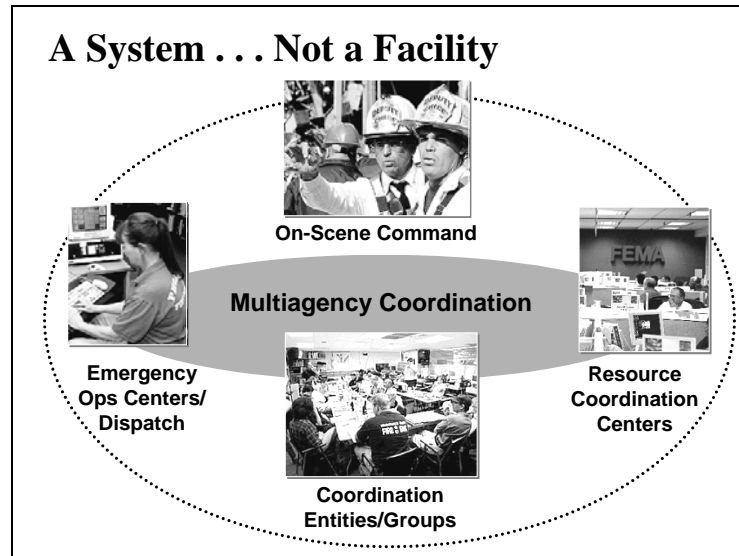
Visual Description: Multiagency Coordination (MAC) System

Key Points

The National Incident Management System (NIMS) describes multiagency coordination (MAC) systems as:

“a combination of facilities, equipment, personnel, procedures, and communications integrated into a common system with responsibility for coordinating and supporting domestic incident management activities.”

The NIMS also states, “The primary functions of multi-agency coordination systems are to support incident management policies and priorities, facilitate logistics support and resource tracking, inform resource allocation decisions using incident management priorities, coordinate incident related information, and coordinate interagency and intergovernmental issues regarding incident management policies, priorities, and strategies.”



Visual Description: A System . . . Not a Facility (Shows a circle with the words “Multiagency Coordination System in the center and on-scene command, resource coordination centers, coordination entities/groups, and emergency ops centers/dispatch on the outer perimeter.)

Key Points

A multiagency coordination system is not a physical location or facility. Rather, a multiagency coordination system includes all components involved in managing events or incidents.

A multiagency coordination system may include:

- On-scene command structure and responders.
- Multiagency coordination.
 - Resource coordination centers.
 - Coordination entities/groups.
 - Emergency Operations Centers (EOCs).
 - Dispatch.



Command vs. Coordination

Direct tactical and operational responsibility for conducting incident management activities rests with the Incident Command/Area Command.



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Visual 5.7

Visual Description: Command vs. Coordination

Key Points

Direct tactical and operational responsibility for conducting incident management activities rests with the Incident Command/Area Command.

The Area Command is responsible for the incident, while Incident Commander(s) implement the direct tactical and operational activities.

Answer the following question:



Why is it important to keep the command role solely with the Incident Command/Area Command?



Multiagency Coordination System Levels

Coordination Entity

Decisionmaking

- Consists of agency policy representatives with decisionmaking authority.
- Provides policy direction.
- Resolves issues.
- Ensures resource allocation.

Coordination Center

Operational Support

- Consists of agency representatives with operational authority.
- Provides support and coordination.
- Facilitates logistics support and resource tracking.
- Gathers and provides information.
- Implements multiagency coordination entity decisions.

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Visual 5.8

Visual Description: Multiagency Coordination System Levels

Key Points

The differences between a coordination entity and a coordination center are explained below:

- **Multiagency Coordination Entity:** Consists of agency policy representatives with decisionmaking authority who facilitate strategic coordination by:
 - Providing policy direction.
 - Resolving issues.
 - Ensuring resource allocation.
- **EOCs/Multiagency Coordination Center:** Consists of agency representatives who provide operational support and coordination by:
 - Facilitating logistics support and resource tracking.
 - Gathering and providing information.
 - Implementing multiagency coordination entity decisions.

Note: The decisionmakers within a Multiagency Coordination (MAC) Group or at an Emergency Operations Center function as a coordination entity.

Source: National Response Plan

**Examples: Coordination Entities & Centers****Coordination Entities**

- Crisis Action Teams
- Policy Committees
- MAC Group
- Joint Field Office Coordination Group
- Interagency Incident Management Group

Coordination Centers

- Emergency Operations Centers
- Joint Operations Center
- Joint Field Office
- Joint Information Center
- Regional Response Coordination Center
- National Response Coordination Center
- Homeland Security Operations Center

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Visual 5.9

Visual Description: Examples: Coordination Entities & Centers**Key Points**

Refer to the following examples of coordination organizations:

| Coordination Entities | Coordination Centers |
|---|--|
| <ul style="list-style-type: none">▪ Crisis Action Teams▪ Policy Committees▪ MAC Group▪ Joint Field Office Coordination Group▪ Interagency Incident Management Group | <ul style="list-style-type: none">▪ Emergency Operations Centers▪ Joint Operations Center▪ Joint Field Office▪ Joint Information Center▪ Regional Response Coordination Center▪ National Response Coordination Center▪ Homeland Security Operations Center |

Refer to the next pages for additional information about selected coordination entities and centers.

| Multiagency Coordination Entities | |
|---|---|
| MAC Group | A MAC Group functions within the multiagency coordination system, which interacts with agencies or jurisdictions, not with incidents. MACS are useful for regional situations. A MAC Group can be established at a jurisdictional EOC or at a separate facility. |
| JFO Coordination Group | Utilizing the NIMS principle of Unified Command, JFO activities are directed by a JFO Coordination Group, which may include Federal officials with primary jurisdictional responsibility or functional authority for the incident. The JFO Coordination Group also includes a limited number of principal State, local, and tribal officials (such as the State Coordinating Officer), as well as nongovernmental and private-sector representatives. The JFO Coordination Group is a multiagency coordination entity and works jointly to establish priorities among the incidents and associated resource allocations, resolve agency policy issues, and provide strategic guidance to support Federal incident management activities. The exact composition of the JFO Coordination Group is dependent on the nature and magnitude of the incident. |
| Interagency Incident Management Group (IIMG) | The IIMG is a Federal headquarters-level multiagency coordination entity that facilitates Federal domestic incident management for Incidents of National Significance. The Secretary of Homeland Security activates the IIMG based on the nature, severity, magnitude, and complexity of the threat or incident. The Secretary of Homeland Security may activate the IIMG for high-profile, large-scale events that present high-probability targets, such as National Special Security Events (NSSEs), and in heightened threat situations. The IIMG is comprised of senior representatives from DHS components, other Federal departments and agencies, and nongovernmental organizations, as required. The IIMG membership is flexible and can be tailored or task-organized to provide the appropriate subject-matter expertise required for the specific threat or incident. The IIMG expands on the functions performed by the Catastrophic Disaster Response Group (CDRG). |
| Multiagency Coordination Centers | |
| Emergency Operations Centers (EOC) | The physical location at which the coordination of information and resources to support local incident management activities normally takes place. Also called Expanded Dispatch, Emergency Command and Control Centers, etc. EOCs are used in various ways at all levels of government and within private industry to provide coordination, direction, and control during emergencies. EOC facilities can be used to house Area Command and multiagency activities, as determined by agency or jurisdiction policy. |
| Joint Operations Center (JOC) | In the event of a terrorist incident, the FBI establishes the JOC to coordinate and direct law enforcement and criminal investigation activities related to the incident. |

(Continued on next page.)

| Multiagency Coordination Centers (Continued) | |
|---|--|
| Joint Field Office (JFO) | The JFO is a temporary Federal facility established locally to coordinate operational Federal assistance activities to the affected jurisdiction(s) during Incidents of National Significance. The JFO is a multiagency center that provides a central point of coordination for Federal, State, local, tribal, nongovernmental, and private-sector organizations with primary responsibility for threat response and incident support and coordination. The JFO enables the effective and efficient coordination of Federal incident-related prevention, preparedness, response, and recovery actions. The JFO replaces the Disaster Field Office (DFO) and accommodates all entities (or their designated representatives) essential to incident management, information-sharing, and the delivery of disaster assistance and other support. |
| Joint Information Center (JIC) | The JIC is a facility where the Public Information Officer(s) and staff can coordinate and provide information on the incident to the public, media, and other agencies. |
| Regional Response Coordination Center (RRCC) | <p>The RRCC is a standing facility operated by FEMA that is activated to coordinate regional response efforts, establish Federal priorities, and implement local Federal program support. The RRCC establishes communications with the affected State emergency management agency and the National Response Coordination Center, coordinates deployment of the Emergency Response Team-Advance Element (ERT-A) to field locations, assesses damage information, develops situation reports, and issues initial mission assignments.</p> <p>The RRCC operates until a JFO is established in the field and/or the Principal Federal Officer, Federal Coordinating Officer, or Federal Resource Coordinator can assume their NRP coordination responsibilities. The RRCC replaces the Regional Operations Center.</p> |
| National Response Coordination Center (NRCC) | The NRCC is a multiagency center that provides overall Federal response coordination for Incidents of National Significance and emergency management program implementation (including both Stafford Act and non-Stafford Act incidents). FEMA maintains the NRCC as a functional component of the Homeland Security Operations Center (HSOC) in support of incident management operations. The NRCC replaces the Emergency Support Team. |
| Homeland Security Operations Center (HSOC) | The HSOC is the primary national hub for domestic incident management operational coordination and situational awareness. The HSOC is a standing 24/7 interagency organization fusing law enforcement, national intelligence, emergency response, and private-sector reporting. The HSOC facilitates homeland security information-sharing and operational coordination with other Federal, State, local, tribal, and nongovernment EOCs. |



Multiagency Coordination: Simple to Complex



A coordination system:

- May be as simple as a teleconference, or
- May require an assembled group and associated support systems.



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Visual 5.10

Visual Description: Multiagency Coordination: Simple to Complex

Key Points

A coordination system may:

- Be as simple as a teleconference, or
- Require an assembled group and associated support systems.



Discussion Question

What can the policy-makers within a multiagency coordination entity do to facilitate their decisionmaking process?

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Visual 5.11

Visual Description: What can the policymakers within a multiagency coordination entity do to facilitate their decisionmaking process?

Key Points

The primary function of the multiagency coordination entity is to set policies and make decisions. Given that the group members are from different agencies, it is important that they work together effectively.

Answer the following question:



What can the policymakers within a multiagency coordination entity do to facilitate their decisionmaking process?



Criteria for Determining Incident Priorities

Coordination entities set priorities by considering factors that include:

- Threat to life.
- Real property threatened.
- High damage potential.
- Incident complexity.
- Environmental impact.
- Others, as established by the coordination entity.



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Visual 5.12

Visual Description: Criteria for Determining Incident Priorities

Key Points

Review the following criteria for setting priorities:

- Threat to life.
- Real property threatened.
- High damage potential.
- Incident complexity.
- Environmental impact.
- Others, as established by the coordination entity.

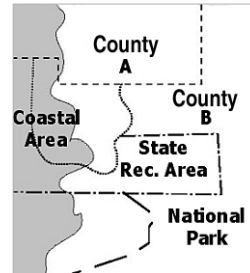


Coordination Among Agencies

A wide-area search is underway for a child who is missing. The search covers the areas shown on the map.

What agencies may be part of the MAC system?

What activities are being coordinated?



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Visual 5.13

Visual Description: Coordination Among Agencies

Key Points

Review the following scenario:

A wide-area search is underway for a child who is missing. The search covers the areas shown on the map.

Answer the following questions:



What agencies may be part of the MAC system?



What activities are being coordinated?



Terminology Review

How does Area Command differ from a multiagency coordination system?

Where is Unified Command applied?

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Visual 5.14

Visual Description: Terminology Review: How does Area Command differ from a multiagency coordination system? Where is Unified Command applied?

Key Points

Answer the following questions:



How does Area Command differ from a multiagency coordination system?

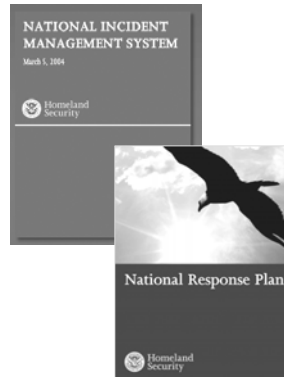


Where is Unified Command applied?



Federal Coordinating Structures

The Homeland Security Act of 2002 and HSPD-5 mandated a comprehensive national approach to domestic incident management through the development of a National Response Plan (NRP) and National Incident Management System (NIMS).



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Visual 5.15

Visual Description: Federal Coordinating Structures

Key Points

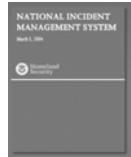
The Homeland Security Act of 2002 and Homeland Security Presidential Directive (HSPD)-5 mandated a comprehensive national approach to domestic incident management through the development of a National Response Plan (NRP) and National Incident Management System (NIMS).

HSPD-5 directs the Secretary of Homeland Security to develop and administer a National Incident Management System (NIMS). According to HSPD-5:

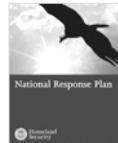
"This system will provide a consistent nationwide approach for Federal, State, and local governments to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among Federal, State, and local capabilities, the NIMS will include a core set of concepts, principles, terminology, and technologies covering the incident command system; multiagency coordination systems; unified command; training; identification and management of resources (including systems for classifying types of resources); qualifications and certification; and the collection, tracking, and reporting of incident information and incident resources."



Federal Coordinating Structures



- **NIMS:** Standardizes incident management processes, protocols, and procedures for use by all responders.



- **NRP:** Establishes . . .
 - Federal coordination structures/mechanisms.
 - Direction for incorporation of existing plans.
 - Consistent approach to managing incidents.

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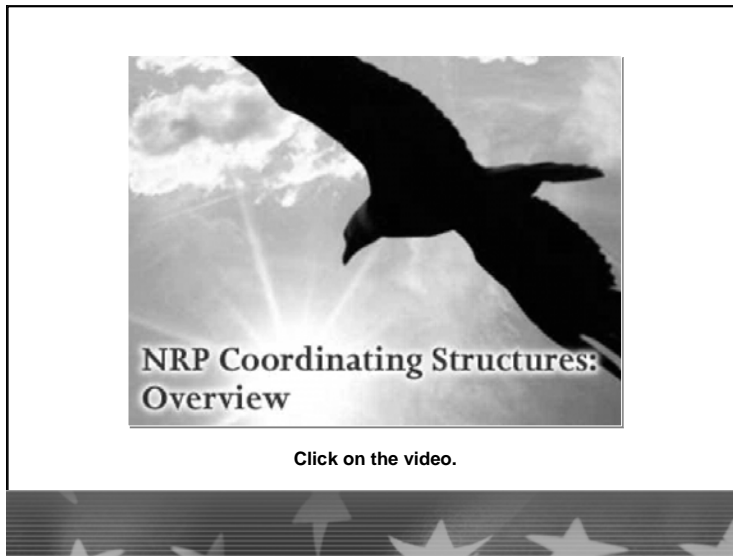
Visual 5.16

Visual Description: Federal Coordinating Structures

Key Points

Note the following key points:

- **The National Incident Management System (NIMS):**
 - Is a consistent, nationwide approach for Federal, State, tribal, and local governments to work effectively and efficiently together to prepare for, prevent, respond to, and recover from domestic incidents, regardless of cause, size, or complexity.
 - Aligns command, control, organization structure, terminology, communication protocols, resources, and resource-typing for synchronization of response efforts at all echelons of government.
 - **Is used for all events.**
- **The National Response Plan (NRP):**
 - Is an all-hazards plan for integrating and applying Federal resources before, during, and after an incident.
 - Is activated only for Incidents of National Significance.



Visual Description: NRP Coordinating Structures: Overview Video

Key Points

Video Presentation

Video Transcript

As you learned earlier, a basic premise of the NRP is that incidents are generally handled at the lowest jurisdictional level possible. Police, fire, public health and medical, emergency management, and other personnel are responsible for incident management at the local level.

The Incident Command Post coordinates response activities with support from local and State Emergency Operations Centers. In some instances, a Federal agency may act as a first responder and may provide direction or assistance consistent with its specific statutory authorities and responsibilities.

During actual or potential Incidents of National Significance, the Secretary of Homeland Security is responsible for overall coordination of Federal incident management activities. The Secretary utilizes multiagency coordination structures, as defined in the National Incident Management System, at the national, regional, and field levels to coordinate efforts and provide appropriate support.

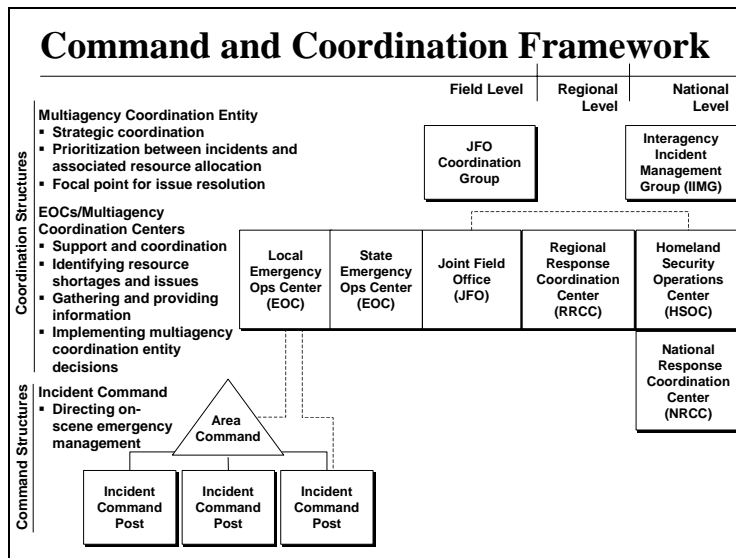
Video Transcript (Continued)

At the national level, incident information-sharing, operational coordination, and deployment of Federal resources are coordinated by the Homeland Security Operations Center, referred to as the HSOC. Strategic-level interagency incident management coordination and course-of-action development are supported by the Interagency Incident Management Group, or IIMG. The IIMG also serves as an advisory body to the Secretary of Homeland Security.

The National Response Coordination Center works closely with the HSOC and IIMG to coordinate the deployment of Federal resources and to support the efforts of regional and field components. At the regional level, interagency resource coordination and multiagency incident support are provided by the Regional Response Coordination Center.

At the local level, the Joint Field Office, or JFO, is a temporary Federal facility established in or near the affected jurisdictions during Incidents of National Significance. The JFO serves as a central point of coordination for Federal support to incident management activities.

NRP coordinating structures are designed to support the complete spectrum of incident management activities, including prevention, preparedness, response, recovery, and mitigation.



Visual Description: Command and Coordination Framework

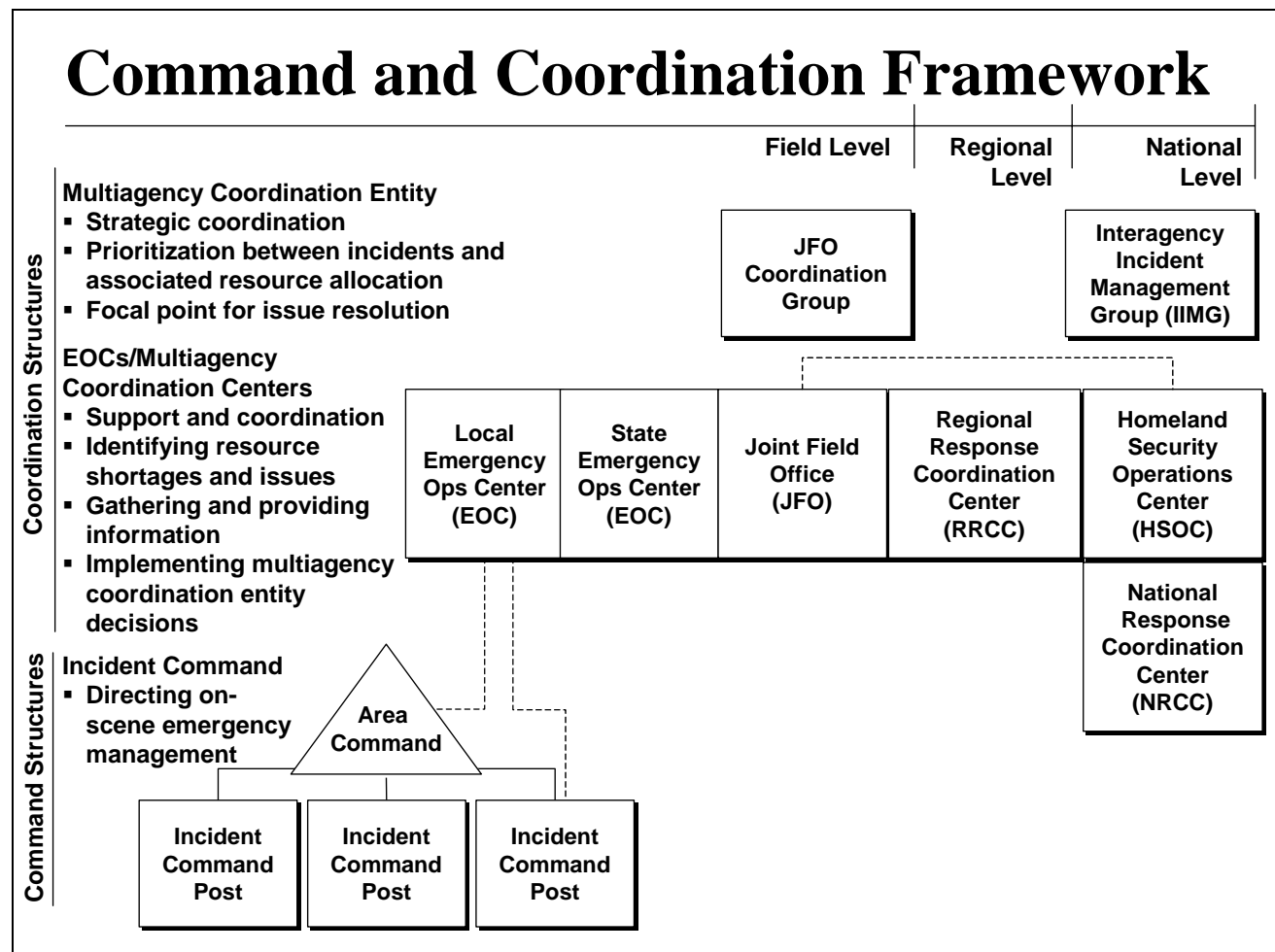
Key Points

The diagram on the visual is an excerpt from the National Response Plan and graphically depicts all of the command and coordination structures described in the video presentation. (A large version of this diagram appears on the next page.)

Note the following elements:

- **Command Structures:** Include the Incident Command Post and the Area Command.
- **Coordination Structures:** Include the EOCs/Multiagency Coordination Centers and Multiagency Coordination Entities.

Note that the solid lines represent command relationships while the dotted lines represent communication and coordination relationships.

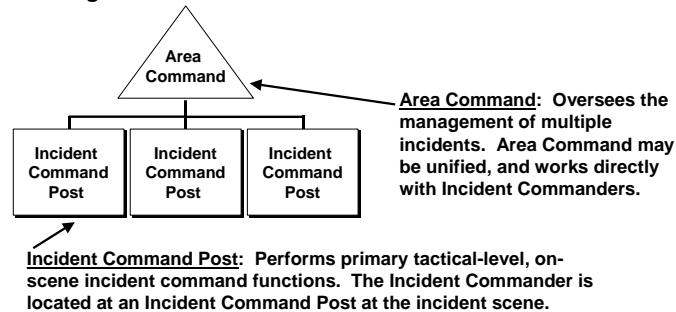


Caption: Command and Coordination structures described in the video presentation. Note: See earlier table on pages 5.10 and 5.11 for a list of all the structures included within this chart.



Command Structures

Command structures direct on-scene emergency management.



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Visual 5.19

Visual Description: Command Structures

Key Points

Command structures direct on-scene emergency management. Refer to the following command structures:

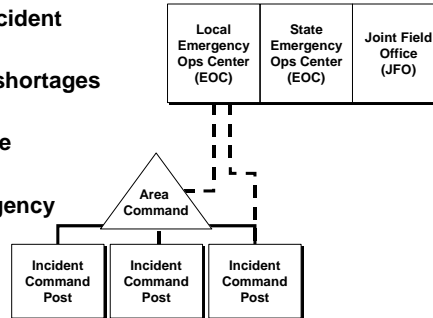
- **Incident Command Post:** Performs primary tactical-level, on-scene incident command functions. The Incident Commander is located at an Incident Command Post at the incident scene.
- **Area Command:** Oversees the management of multiple incidents. Area Command may be Unified, and works directly with Incident Commanders.

Source: National Response Plan



EOCs/Multiagency Coordination Centers

- Provide support and coordination to incident command.
- Identify resource shortages and issues.
- Gather and provide information.
- Implement multiagency coordination entity decisions.



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Visual 5.20

Visual Description: EOCs/Multiagency Coordination Centers

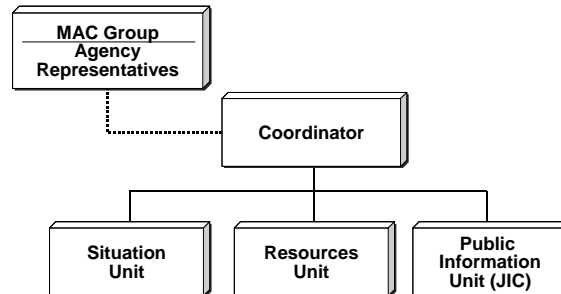
Key Points

Multiagency coordination centers/EOCs, as defined in NIMS, provide central locations for operational information sharing and resource coordination in support of on-scene efforts.

At the “field level” the following multiagency coordination centers/EOCs operate:

- **Local Emergency Operations Center (EOC).** The physical location at which the coordination of information and resources to support local incident management activities normally takes place.
- **State Emergency Operations Center (EOC).** The physical location at which the coordination of information and resources to support State incident management activities normally takes place.
- **Joint Field Office (JFO).** The JFO is a temporary Federal facility established locally to coordinate operational Federal assistance activities to the affected jurisdiction(s) during Incidents of National Significance. The JFO is a multiagency center that provides a central point of coordination for Federal, State, local, tribal, nongovernmental, and private-sector organizations with primary responsibility for threat response and incident support and coordination. The JFO enables the effective and efficient coordination of Federal incident-related prevention, preparedness, response, and recovery actions. The JFO replaces the Disaster Field Office (DFO) and accommodates all entities (or their designated representatives) essential to incident management, information-sharing, and the delivery of disaster assistance and other support.

Source: National Response Plan

**Example: Wildland Fire Coordination Entity**Unit 5:
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Visual 5.21

Visual Description: Example: Wildland Fire Coordination Entity**Key Points**

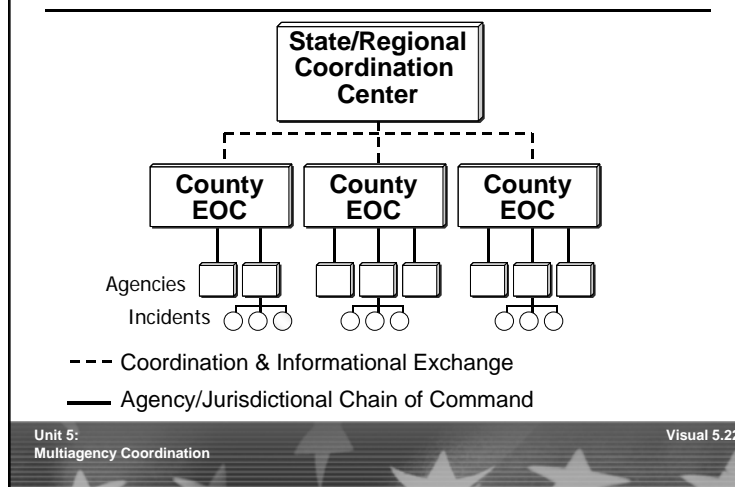
The organizational structure shown on visual is an example of a multiagency coordination entity for a wildland fire.

Note the following key points:

- The role of the MAC Group depends on the goals and desires of the agencies involved, the working relationships that are established, the benefits desired, and the type and phase of emergency. Some incidents are of rapid and unforeseen onset, offering little opportunity to activate a MAC Group during the initial response phase. Others, such as hurricanes, offer a substantial warning period, during which a MAC Group may be of significant value.
- The role can be tailored to the incident. For example: During an interface fire, a MAC Group could allocate critical resources, and coordinate information internally and with the media. A MAC Group convened following a flash flood may deal only with coordinating information and governmental decisionmaking concerning priorities for recovery. A MAC Group activated for a drought may deal only with information dissemination to ensure standardized conservation.
- Most of the features and the five primary functions of ICS are appropriate for use at the EOC or MAC entity levels. These features include span of control, management by objectives, and action planning. Regardless of the specific organizational structure used, EOCs should include the following core functions: coordination; communications; resource dispatch and tracking; and information collection, analysis, and dissemination.

Wildland Fire Coordination Entity: Sample Responsibilities

| | |
|--------------------------------|---|
| MAC Group | <ul style="list-style-type: none"> ▪ Establish priorities between incidents and critical resource distribution. ▪ Prioritize, acquire, and allocate critical resources. ▪ Ensure communications systems integration. ▪ Coordinate information. ▪ Coordinate and resolve policy issues. ▪ Provide strategic coordination, as required. <p><u>Notes:</u></p> <ul style="list-style-type: none"> ▪ Members are agency administrators or designees from the agencies involved in providing resources to the incidents. ▪ Members do not communicate on a direct basis with Incident Commanders. |
| Coordinator | <ul style="list-style-type: none"> ▪ Facilitates the MAC Entity Group decision process by obtaining, developing, and displaying situation information. ▪ Fills and supervises necessary MAC Entity Group positions. ▪ Acquires and manages the facilities and equipment necessary to carry out the MAC Entity Group functions. ▪ Implements the decisions made by the MAC Entity Group. |
| Situation Unit | <ul style="list-style-type: none"> ▪ Maintains incident situation status. ▪ Maintains information on environmental issues and sensitive populations or areas. ▪ Maintains information on conditions that affect incident operations. ▪ Requests/obtains resource status information. ▪ Combines, summarizes, and displays incident data. ▪ Develops projections of future incident activity. |
| Resource Unit | <ul style="list-style-type: none"> ▪ Maintains current information on the numbers of personnel and major items of equipment committed to incidents and/or available for assignment. ▪ Identifies both critical and excess resources. ▪ Provides resource summary information to the Situation Unit, as requested. ▪ Researches sources and locations of additional critical resources, as necessary. |
| Public Information Unit | <ul style="list-style-type: none"> ▪ Develops accurate and complete information on the incident for both internal and external consumption. ▪ Perform a key public-information monitoring role. ▪ Participates in the Joint Information System (JIS). |

**Example: State/Regional Coordination Center**

Visual Description: Example: State/Regional Coordination Center

Key Points

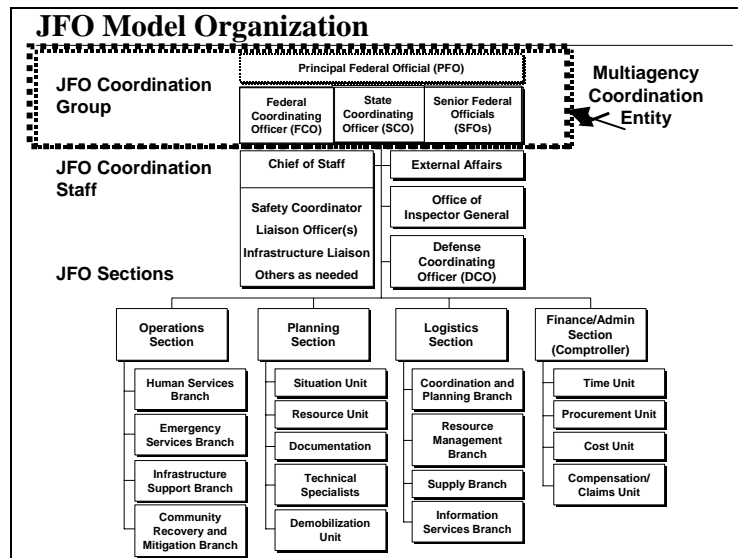
The diagram on the visual shows a State or regional coordination center may be supporting several EOCs.

Note the following key points:

- A multiagency coordination center and entity may be established within a single political subdivision (e.g., a city or county) and will quite likely be established at the jurisdiction's EOC.
- Many jurisdictions, agencies, and departments maintain EOCs as the physical location from which coordination of information and resources to support incident management is directed. Organizational structure varies, but regardless of the specific organizational structure used, EOCs should include the following core functions: coordination; communications; resource dispatch and tracking; and information collection, analysis, and dissemination. EOCs are a key multi-organizational coordination point, and must have communications between the IC(s) or Unified Command(s), as well as among and between other EOCs and multi-agency coordinating entities.
- A regional MAC entity that is part of a State system of emergency management could assist in the coordination for both response and recovery operations.

Topic

Coordinating Structures



Visual Description: JFO Model Organization

Key Points

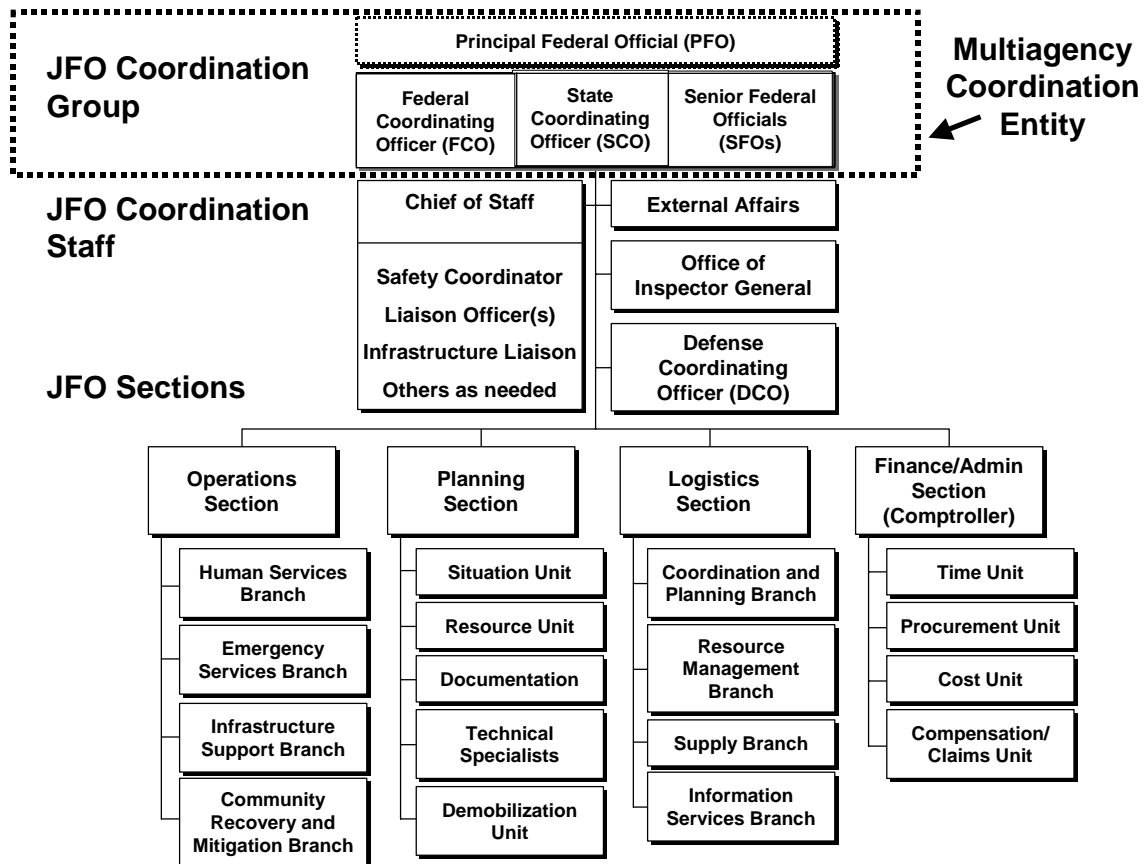
Refer to the Joint Field Office (JFO) organizational chart on the visual. (See the larger version on the next page.) Note that this organizational structure includes the JFO Coordination Group (decisionmaking entity), JFO Coordination Staff (similar to officers within the Incident Command structure), and JFO Sections that mirror the Incident Command structure.

Note the following key points:

- The JFO utilizes the scalable organizational structure of the NIMS ICS. The JFO organization adapts to the magnitude and complexity of the situation at hand, and incorporates the NIMS principles regarding span of control and organizational structure.
- A key guiding principle of NIMS is that the organizational structure is scalable and flexible.
- Although the JFO uses an ICS structure, the JFO does not manage on-scene operations. Instead, the JFO focuses on providing support to on-scene efforts and conducting broader support operations that may extend beyond the incident site.
- Personnel from Federal departments and agencies, other jurisdictional entities, and private-sector and nongovernmental organizations provide staffing for the JFO, generally through their respective Emergency Support Functions (ESFs).

Source: National Response Plan

JFO Model Organization



Caption: JFO organizational chart with the JFO Coordination Group (Principal Federal Official, Federal Coordinating Officer, State Coordinating Officer, and Senior Federal Officials), JFO Coordination Staff (Chief of Staff, Safety Coordinator, Liaison Officer(s), Infrastructure Liaison, External Affairs, Office of the Inspector General, and Defense Coordinating Officer), and the JFO Sections (Operations, Planning, Logistics, and Finance/Administration)



Joint Information Center (JIC)

The JIC:

- Is a physical location used to coordinate critical emergency information, crisis communications, and public affairs functions.
- May be established at each level of incident management, as required.
- Must include representatives of all stakeholders.



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Multiagency Coordination

Visual 5.24

Visual Description: Joint Information Center (JIC)

Key Points

Note the following key points:

- The Joint Information Center (JIC) is a facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident.
- Public information officials from all participating agencies should collocate at the JIC.



Why is the JIC a critical component within the multiagency coordination system?



Joint Information System (JIS)

- Provides an organized, integrated, and coordinated mechanism to ensure the delivery of consistent information to the public in a crisis.
- Includes the plans, protocols, and structures used to provide the public information.
- Encompasses all public information operations, including all Federal, State, local, tribal, and private organization PIOs, staff, and JICs established to support an incident.



Unit 5:
Multiagency Coordination

Visual 5.25

Visual Description: Joint Information System

Key Points

The Joint Information System (JIS):

- Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during crisis or incident operations.
- Provides a structure and system for:
 - Developing and delivering coordinated interagency messages.
 - Developing, recommending, and executing public information plans and strategies on behalf of the Incident Commander.
 - Advising the Incident Commander concerning public affairs issues that could affect a response effort.
 - Controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

The JIS is not a single physical location but rather is a coordination framework that incorporates the on-scene Public Information Officer (PIO) with other PIOs who may be located at the JIC, ECO, or other coordination center.

Source: National Incident Management System



Your Multiagency Coordination Entity

What do you call
your multiagency
coordination
entity?

What functions
does it perform?

Unit 5:
Multiagency Coordination

Visual 5.26

Visual Description: What do you call your multiagency coordination entity? What functions does it perform?

Key Points

Answer the following questions:



What do you call your multiagency coordination entity?



What functions does it perform?



Expansion vs. Activation

Multiagency coordination centers/entities may be established through:

- **Expanding** an existing function that includes full-time staff and pre-emergency administrative systems and controls.
- **Activating** a structure based on interagency mutual-aid agreement at the time of an emergency.

The membership, size, and organizational structure of a coordination center or entity is determined by its mission.

Unit 5:
Multiagency Coordination

Visual 5.27

Visual Description: Expansion vs. Activation

Key Points

Multiagency coordination centers/entities may be established through:

- **Expanding** an existing function that includes full-time staff and pre-emergency administrative systems and controls.
- **Activating** a structure based on interagency mutual-aid agreement at the time of an emergency.



Activating Coordination Centers & Entities

- When an emergency situation:
 - Threatens,
 - Significantly impacts the agency, or
 - Involves other agencies.
- When pre-established threat levels are reached.



Unit 5:
Multiagency Coordination

Visual 5.28

Visual Description: Activating Coordination Centers & Entities

Key Points

Coordination centers and entities may be activated:

- When an emergency situation threatens, significantly impacts, or involves multiple agencies and/or political subdivisions.
- When pre-established threat levels are reached.



Activating Coordination Centers & Entities

- **With pre-established guidelines (recommended)**
 - Joint powers agreements or memorandums of understanding
 - Jurisdictional response plans (including the National Response Plan)
- **Without pre-established guidelines**
 - When resource requests exceed availability
 - When there is an obvious interagency need to coordinate that is not being met

Unit 5:
Multiagency Coordination

Visual 5.29

Visual Description: Activating Coordination Centers & Entities

Key Points

Note the following key points:

- **Activating with pre-established guidelines.** (Recommended Method)
 - Pre-established guidelines for activation are recommended for areas that experience frequent or periodic incident such as floods and fires. These guidelines may be specified in Joint Powers Agreements (JPAs), Memorandums of Understanding (MOUs), etc., among the relevant jurisdictions. Based on these agreements, the multiagency coordination entity/center would be activated once a situation reaches a predetermined level of intensity.
 - One advantage to using pre-established guidelines is that they allow for phased activations, thus not always requiring a full complement of staff and resources. More importantly, it allows relationships and a structure to be worked out ahead of time.
- **Activating without pre-established guidelines.**
 - If there are no pre-established guidelines for activation, an agency or jurisdictional official should activate a multiagency coordination center/entity when requests exceed, or will soon exceed, available critical resources, and/or there is an obvious interagency need to coordinate policies and procedures.
 - The disadvantage of this approach is that it almost always takes place "after the fact" and requires extraordinary effort to catch up. It also requires that at least one of the agency officials take the lead in activating a MAC entity.



Use of Agreements

Developed:

- Before an incident occurs
- Among all parties providing or requesting resources

Ensures:

- Standardization
- Interoperability

| | |
|--|---------------------|
| INTERGOVERNMENTAL AGREEMENT | |
| Between | |
| Department of Public Safety | and |
| County | |
| Ohio Emergency Management Agency | |
| 2855 West Dublin-Granville Road | |
| Columbus, OH 43235-2206 | |
| Contact Person: | |
| Contact Person: Chaz Keeley | |
| Ph: 614) 799-3655 | E-mail: |
| E-mail: ckeeley@dps.state.oh.us | |
| Maximum Amount: Not to Exceed | |
| Start Date: | 2004 End |
| Date: | 2004. No extensions |
| of time will be granted without written approval of the | |
| county executive. | |

Unit 5:
Multiagency Coordination

Visual 5.30

Visual Description: Use of Agreements

Key Points

Note the following key points:

- Multiagency coordination centers/entities may operate under a number of emergency or disaster authorities. Developing agreements before an incident with all parties can help ensure standardization and interoperability.
- Examples of agreements include the intergovernmental agreement establishing the functions of the multiagency entity decisionmaking group, as well as the authorities of the participating organizations.
- The activation of a multiagency entity may require the proclamation of a local or State emergency. Under local law, this usually activates additional legal authority (possibly including the authority to participate in the multiagency entity). Under State and Federal law, an emergency proclamation or declaration may open the possibility of additional resource allocations, cost sharing, and both emergency and long-term disaster relief measures.



Multiagency Coordination & Preparedness

Can you answer the following questions:

- **Do you know how coordination and information exchange is accomplished within the components of your multiagency coordination system?**
- **Do you know the names of key players and contact information?**
- **When is the last time you exercised your coordination system?**

Unit 5:
Multiagency Coordination

Visual 5.31

Visual Description: Multiagency Coordination & Preparedness

Key Points

Answer the following questions:



Do you know how coordination and information exchange is accomplished within the components of your multiagency coordination system?



Do you know the names of key players and contact information?



When is the last time you exercised your coordination system?



Activity: Multiagency Coordination

Scenario: It is 10:00 a.m. on the day after Thanksgiving in Greene County, Columbia. A 911 dispatcher receives a call reporting that several people have collapsed with convulsions in the food court area of the local mall. The cause is unknown, but witnesses report a hissing sound followed by a faint almond or nutmeg odor.

As emergency responders enter the mall, an explosion at an entryway injures many of them. There are more than 150 injured persons and an unknown number of casualties. Major media outlets are reporting the presence of a suspicious package at a mall in neighboring Blue County.

Unit 5:
Multiagency Coordination

Visual 5.32

Visual Description: Activity Multiagency Coordination

Key Points

Review the following scenario:

It is 10:00 a.m. on the day after Thanksgiving in Greene County, Columbia. A 911 dispatcher receives a call reporting that several people have collapsed with convulsions in the food court area of the local mall. The cause is unknown, but witnesses report a hissing sound followed by a faint almond or nutmeg odor.

As emergency responders enter the mall, an explosion at an entryway injures many of them. There are more than 150 injured persons and an unknown number of casualties. Major media outlets are reporting the presence of a suspicious package at a mall in neighboring Blue County.



Activity: Multiagency Coordination

Instructions:

- As officials of the State of Columbia, your team is coordinating the activation of the multiagency coordination system. Answer the following questions:
 - What are the top three to five interagency priorities?
 - Which agencies and/or jurisdictions will be part of the multiagency coordination center(s) and entity(ies)?
 - What are the responsibilities of the multiagency coordination center(s) and the multiagency entity(ies)?
 - What are the resource management priorities?
 - What are the challenges for communications and information systems?
 - How will the Joint Information Center ensure coordination and accuracy of messages?
- Select a spokesperson and be prepared to present your work in 60 minutes.

Unit 5:
Multiagency Coordination

Visual 5.33

Visual Description: Activity Multiagency Coordination

Key Points

1. As officials of the State of Columbia, your team is coordinating the activation of the multiagency coordination system. Answer the following questions:
 - What are the top three to five interagency priorities?
 - Which agencies and/or jurisdictions will be part of the multiagency coordination center(s) and entity(ies)?
 - What are the responsibilities of the multiagency coordination center(s) and the multiagency entity(ies)?
 - What are the resource management priorities?
 - What are the challenges for communications and information systems?
 - How will the Joint Information Center ensure coordination and accuracy of messages?
2. Select a spokesperson and be prepared to present your work in 60 minutes.



Summary (1 of 2)

Are you now able to:

- Describe the kinds of incident/event management problems that can occur due to a lack of multiagency coordination?
- Define essential terms related to multiagency coordination?
- Identify the major guidelines for establishing and using multiagency coordination groups and systems?
- Provide examples of the different levels at which multiagency coordination is commonly accomplished?
- Identify the primary components of a multiagency coordination system?

Unit 5:
Multiagency Coordination

Visual 5.34

Visual Description: Summary

Key Points

Are you now able to:

- Describe the kinds of incident/event management problems that can occur due to a lack of multiagency coordination?
- Define essential terms related to multiagency coordination?
- Identify the major guidelines for establishing and using multiagency coordination groups and systems?
- Provide examples of the different levels at which multiagency coordination is commonly accomplished?
- Identify the primary components of a multiagency coordination system?



Summary (2 of 2)

Are you now able to:

- Describe examples of entities that may provide multiagency coordination?
- List the responsibilities of multiagency coordination entities?
- Identify principal positions within a multiagency coordination system?
- Identify differences between Area Command, Unified Command, and multiagency coordination entities?

Unit 5:
Multiagency Coordination

Visual 5.35

Visual Description: Summary

Key Points

Are you now able to:

- Describe examples of entities that may provide multiagency coordination?
- List the responsibilities of multiagency coordination entities?
- Identify principal positions within a multiagency coordination system?
- Identify differences between Area Command, Unified Command, and multiagency coordination entities?

The next unit includes the course summary and final exam.



Your Notes